

***Integrated Performance
Monitoring Report
Sustainability Report
Performance Period October 2003-December 2003***

January 2004

STATE OF HAWAII
Department of Education
Department of Health
Child and Adolescent Mental Health Division
Early Intervention Section

Integrated Performance Monitoring Report

Department of Education

Department of Health

October 2003 – December 2003

Introduction

This quarterly performance report reflects the joint commitment of the Departments of Health and Education to provide a comprehensive array of educational and behavioral and mental health supports and services to students who require those services to benefit from their educational opportunities. An integrated performance monitoring report is a logical continuation of the established joint integrated service delivery mechanism developed and implemented by the Departments and is a part of the commitment to visible accountability by providing information essential in determining the maintenance of the critical infrastructure and level of system performance.

This is the fifth Quarterly Report submitted by the State of Hawaii pursuant to the September 10, 2002 court order in the Felix v. Lingle, Civil No. 93-00367 DAE. It covers the second quarter of fiscal year 2004 (October 2003-December 2003) and includes the most recent data available regarding the system, in accordance with agreements made at the March 7, 2003 Status Conference.

This report presents the information necessary to verify the maintenance of the infrastructure developed and procedures implemented to achieve substantial compliance with the Felix Consent Decree. Information contained in this quarterly report is consistent with the Sustainability Plan submitted to the court and agreed upon in discussions with the Court Master and the Court Monitor. It provides further evidence of the commitment of the Departments of Education and Health to the use of continuous performance monitoring to maintain and improve the delivery of educational and mental health services to those children and youth in need of such services to benefit from their educational opportunities.

This report provides evidence that the Departments continue to maintain the following:

“(133) A sustainable system of education for children with special needs must include the following four components:

(134) The system must continue to hire and retain qualified teachers and other therapeutic personnel necessary to educate and serve children consistently

(135) The system must be able to continue to purchase the necessary services to provide for the treatment of children appropriate to the individual needs of the child.

(136) The system must be able to monitor itself through a continuous quality management process. The process must detect performance problems at local schools, family guidance centers, and local service provider agencies. Management must demonstrate that it is able to synthesize the information regarding system performance and results achieved for students that are derived from the process and use the findings to make ongoing improvements and, when necessary, hold individuals accountable for poor performance.

(137) The system must be able to ensure teachers, therapists, and other support staff to continue their professional development and improve their skills and knowledge of effective educational and therapeutic methods and techniques.”

(Revised Felix Consent Decree, July 31, 2000, page 20)

On July 1, 2003 the State of Hawaii entered the second year of improvement and monitoring activities designed to maintain the necessary system infrastructure and performance to sustain substantial compliance with the Felix Consent Decree. December 31, 2003 marked the end of the 18-month “sustainability phase” as set forth in the September 15, 2002 Court Order.

Summary of Overall Performance

In his Quarterly Status Report, August to November 2001, the Court Monitor identified three challenges faced by the Departments. Those critical challenges for the departments were to:

- “Ensure that the resources that have been invested are maintained and supported to achieve stable and ongoing capacity to meet student’s educational and services needs” (page 3).
- Demonstrate commitment and capacity to detect and correct areas of weak performance.
- Demonstrate effective, timely and collaborative problem solving across a range of administrative and program issues.

The Monitor further iterated in his Final Quarterly Status Report of April 2002, that “The work and effort to improve performance of the system to achieve the current level of compliance is only half the job. It is equally critical that the state demonstrate that it can sustain and continue to make improvements in the education and mental health services for children with special needs.”

A finding on September 13, 2002 that the state was in “substantial compliance” was made based on quantitative and qualitative information. The “will and commitment” of leaders is to continue to make the hard choices necessary to maintain infrastructure and performance and to improve areas of lagging performance that remained unanswered. The Departments’ performance to date, as evidenced in the data, clearly demonstrates the commitment of State leadership to provide and maintain the services necessary for students to benefit from their education and achieve positive outcomes.

To the extent possible, this report will provide information covering the 18-month sustainability period from June 2002 through December 2003. In some cases this is not possible because new information was added to each of the previous quarterly reports. This was done in response to either Department or externally identified needs for additional information.

In the first quarterly report submitted for July 2002-September 2002, the Departments asserted the following:

- Adequate numbers of qualified professionals adequately distributed to meet student needs,
- A comprehensive array of supports and services necessary to identify and provide specific individualized supports and services,
- Adequate funding to implement necessary programs and maintain infrastructure and capacity, and
- Information management systems to assist administrators at all levels identify and respond to system performance issues.

During this past quarter, the departments have continued to increase the number of qualified teachers and School-Based Behavioral Health (SBBH) professionals while maintaining central office positions and care coordinators that constitute a functioning system infrastructure. Many of the initial fiscal constraints due to poor economic forecasts have been removed and the departments continue to dedicate sufficient funding that allows the continuous implementation of necessary programs and infrastructure to meet student support and service needs. Improvements and expanded reliance on the use of data management systems continue to provide information for program improvement activities and resource distribution. In addition, a major quality assurance initiative helped to further refine the extensive system for statewide performance management and quality assurance practices.

When gauging maintenance or improvement in system infrastructure and performance it is important to examine the progress that has been made since the inception of the Felix-driven system improvements. As described in last quarter's report, improvement since the first year of Felix implementation is clearly evidenced in the data. Service Testing in the 1995-96 school year found only 53% of elementary school-aged youth doing well in child status, and only 29% of those over age 13 with acceptable child status. In that same year, the system was performing acceptably well for only 38% of pre-school children, 29% of elementary-aged students, and 19% of youth over age 13.

The above information contrasts to results over the 2002-2003 school year where the system performed acceptably for 91% (539) of the youth reviewed in the Continued Integrated Monitoring and Improvement Process. Furthermore, child status was acceptable for a full 94% of the youth. This is compelling evidence that not only is the system of services performing consistently and dependably for these youth but that the vast majority of Felix-class youth are doing well across measures of child well-being. The State's forward movement in building quality management and continuous improvement systems has resulted in a wide-scale focus on effective practices and positive results for youth served.

During this second quarter of this fiscal year (October-December 2003), the Departments continued to provide supports and services to students in need of specialized services in accordance with applicable Federal and State laws, rules, and regulations and Federal Court Orders. An independent review of system performance conducted during this quarter by the Felix Court Monitor on 80 randomly selected students from groups that historically have presented the most challenging behaviors and learning difficulties determined the following:

- “The system throughout the state is much more developed and organized than even two years ago.”
- “There is a greater range of alternative educational programs and settings available to students.”
- “Appropriate policies appear to be in place to meet the obligations of federal law and the consent decree.”
- “Identified problems are more refinement and less capacity or infrastructure development.”
- “The system is consistently more responsive, effective and accountable than it has been in the past and substantially complies with the principles and expectations set in the Felix Consent Decree.”

As will be evident throughout this report the Departments own performance monitoring and data analyses consistently confirms overall maintenance of system infrastructure and improved system performance.

The Departments, through its monitoring continue to identify areas where system performance requires additional specific planned and targeted responses. These challenges are consistent with the findings of the Court Monitor’s Independent Review and represent situations where local problem solving capacity to address particularly challenging student characteristics and needs beyond the norm are insufficient. These areas include, but are not limited to, the following:

- Further refinement of the peer review component of the quality assurance process to make it more effective and efficient for specific students and staff,
- Additional coordination between schools, programs, and departments to improve transitions for students between schools and programs, and
- More effective staff orientation, coaching and training programs in order to minimize disruptions due to staff turnover.
- Greater analytical and problem solving resources available to middle managers in order to more effectively address those “out of the norm” individual student needs.

Recent Events

Waianae and Lanai Complexes have successfully transitioned from external service testing to the continuous integrated monitoring processes. Additionally, Waianae Complex met with Plaintiffs’ counsel and the Monitor and effectively addressed previously expressed concerns regarding future sustainability of identified progress. This means that all complexes have successfully passed Court Monitor conducted Service Testing. All complexes have passed at least one Integrated Internal Monitoring Review.

During this quarter, 19 complexes conducted an Integrated Internal Monitoring Review. In each of the cases reviewed, an independent “mentor” was assigned. Agreement Checks occurred for each case, which allowed for field-based quality controls in reviewer performance and valid scoring. (The Agreement Check, as discussed in last quarter’s report, is an inter-rater reliability tool developed through the Felix Monitoring Project to train reviewers and deem them capable of conducting independent review work that has been adopted to assure the validity of each case review finding). Eighteen complexes

passed with one (1) missing an acceptable score by only one percentage point. Consistent with the Departments' commitment to excellence, while the score was being independently verified, the complex already began working on a corrective action plan.

System Response

The recent performance of the complexes on Internal Reviews demonstrate the Departments are committed to assuring that adequate manpower, service capacities and infrastructure supports are in place; they are equally committed to the ongoing examination of issues in order to achieve a self-sustaining service system in the years ahead. The continued demonstration of sustainability of results and strengthening of the service delivery system depends upon the Departments addressing a number of fundamental areas. Briefly outlined below are the areas and their impact on the system. Long-term attention to these areas is important not only to demonstrate the commitment to sustain compliance, but to continue to strengthen and improve the system even after Federal Court oversight is removed.

Leadership and Accountability for Implementing Improvements and Achieving Results

Persistent focused monitoring and evaluation of system performance and procedural efficacy has proven instrumental in achieving the Federal Court's recognition of "substantial compliance" and the improving performance during the sustainability period. The commitment to results for students-oriented activities based on a broad understanding of pertinent statutes, policies, and initiatives demonstrates the need to continually clarify roles, responsibilities, and performance expectations for staff at all levels.

Support to continue refining and improving these institutionalized behaviors will help assure that requisite management functions persist well beyond incumbent staff and are instrumental in current development and immediate implementation. The movement beyond compliance at all levels of system performance consistent with a commitment to excellence requires departmental leadership to engage in visible accountability in performance measurement. The end result of desired system performance is, and must continue to be, improved educational, behavioral, and mental health outcomes for children and youth.

Qualified Personnel

The widespread consensus throughout the course of the Felix Consent Decree, of the importance of qualified staff in providing timely, effective, and appropriate educational and related services to students in need of such services, continues to receive validation. Addressing the human resources development needs due to staff increases, turnover, and mobility in the area of procedures and practices requires considerable resources and coordination. The positive impact of the DOE Office of Human Resources targeted placement of qualified teachers and coordination with the Department of Human Resources Development regarding School Based Behavioral Health (SBBH) staff underscores the capacity and the importance of addressing personnel issues in a flexible and creative manner. The newly drafted SBBH staff handbook illustrates the recognition

that widespread capacity development to incorporate improved and integrated instructional and service delivery practices requires not only further resource and coordination demands on the Departments, but the need to use a variety of different approaches.

The Departments continue the dissemination of the work of the nationally recognized Evidence-Based Practices Task Force to provide a continued articulation of effective practices in case management and service delivery techniques to ensure youth with intensive mental health needs receive continual attention in order to assure positive outcomes in the least restrictive environment. Effective service delivery mechanisms need to be assured in classrooms and schools as well as when working with families in the home and community setting. Because new personnel constantly enter the service delivery and teaching workforce at all levels, and effective practices need consistent reinforcement, training needs to be continuous versus a point in time endeavor. Across the system, consistent training, supervision and focus on problem solving and achieving results for children and families is paramount.

Sustaining a Commitment to Quality Assurance

The increasingly consistent implementation of guidelines that systematize a statewide system for quality assurance (QA) is providing evidence that a focus on assuring meaningful peer review and local-level quality assurance systems improve system performance and outcomes for students. The State-Level Quality Assurance Committee meets on a monthly basis and reviews statewide data including areas of focused inquiry. It examines trends and patterns including information gathered from submittal of minutes from local-level QA teams.

Minutes of the State-Level QA Committee indicate that the district/complex teams would benefit from ongoing training and technical assistance as they move discussions from a singular focus on interagency issues, into a continuous quality review framework. Training needs occur in such areas as trending and analyzing performance data, and measuring progress for system interventions. Experience gained in building QA processes over the years has shown that building of interagency working agreements, as well as quality management knowledge and skills, are a developmental process. Leadership for maintaining statewide QA practices at all levels must, and will, continue as a core system commitment.

Peer review has not fully realized its original intent for providing systematic periodic review of student progress to determine need for less complex or more intensive services in all areas. Staff specific training to increase the efficacy of these practices is required to meet Department commitments to improved student specific outcomes.

Commitment to Continued Performance Monitoring

Ongoing objective performance monitoring and reporting of performance data are vital for feedback to the system regarding practices that are working as well as discerning areas that require focused attention. Consistent and system wide monitoring through the integrated internal reviews, tracking of key performance indicators, and QA generated

data allow for communication of performance expectations throughout the system and tracking of the system's effectiveness in meeting its commitments.

This quarter the Departments' were notified that the Integrated Performance Monitoring system was accepted for presentation at the 17th Annual Research Conference, "A System of Care for Children's Mental Health: Expanding the Research Base." This national recognition of Hawaii's practices is an illustration of the interest in Hawaii as a model for implementation of interagency accountability systems development. Within Hawaii's experience of complex system change, and the successful move from external monitoring to sustainable, internally-driven accountability and improvement systems, this recognition underscores the importance of performance monitoring to service systems in assuring implementation of quality practices aligned with family-centered values.

Report Format

Following this brief introductory overview, the report format is as follows. The second section reports on the results of Internal Reviews conducted by the DOE and DOH during the quarter. Complexes and Family Guidance Centers conduct this evaluation of system performance through aggregated data and results of case-based reviews. Community members also participate in the reviews that continue to provide information for local service delivery improvements. Future reports written for public consumption will combine information on Internal Reviews and the Statewide Quality Assurance system into a new section titled System Quality.

The third section presents information specific to the DOE. This section has two major sections: Infrastructure and Performance.

The fourth section contains information specific to the Department of Health (DOH). Within this section are reports from Child and Adolescent Mental Health Division and Early Intervention Services.

Within each of the sections, primarily in the summary, the Departments include their specific commitments to address issues that are identified. For issues related to Integrated Performance Monitoring, both Departments make the improvement commitments jointly.